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Message Text

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EO 11652 N/A
TAGS: SNAR, MX
SUBJECT: NARCOTICS - FY 1978 ASSISTANCE PROGRAM
MODIFICATIONS

REF: MEXICO 01315

1. IN REFTEL, EMBASSY PROPOSED NARCOTICS ASSISTANCE PROJECTS FOR FY-1978 TOTALLING $17.9 MILLION. BY COPY OF SOHLIN-LINNEMANN MEMO OF 27 MARCH 1978 DEPARTMENT INFORMED EMBASSY THAT PROJECT ACTIVITIES WOULD BE LIMITED TO $16,320,000. THIS MESSAGE MODIFIES PROJECT ALLOCATIONS RECOMMENDED REFTEL IN VIEW OF RECENT DEVELOPMENTS AND REDUCED AVAILABILITY OF FUNDS. CURRENT PROPOSAL HAS BEEN CLEARED BY ALL MEMBERS OF ADVISORY STAFF IN COUNTRY AND HAS APPROVAL OF MEXICAN ATTORNEY GENERAL, WHO ACCEPTS PROPOSAL AS USG'S FY-1978 CONTRIBUTION TO GOM'S NATIONAL NARCOTICS PLAN.

2. AGREEMENTS HAVE ALREADY BEEN SIGNED FOR FOLLOWING PROJECT ACTIVITIES : (A) COMMUNICATIONS, $1.5 MILLION; (B) FIELD SUPPORT, $700,000; (C) SALARY SUPPLEMENTS, $300,000; (D) MAPPING, $500,000; (E) REMOTE SENSING,
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$3.2 MILLION; AND (F) PILOT TRAINING, $500,000. TOTAL OBLIGATED TO DATE:$6.7 MILLION.

3. IN MEXICO 9932 EMBASSY TRANSMITTED REQUEST TO PROVIDE AN ADDITIONAL $200,000 TO GOM FOR COMPUTER PROJECT.

4. TOTAL OBLIGATED OR PENDING APPROVAL:$6.9 MILLION.

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5. FOLLOWING PRESENT VISIT TO WASHINGTON OF EMBASSY TELECOMMUNICATIONS ADVISERS AND GOM TELECOMMUNICATIONS PROGRAM MANAGERS, EMBASSY EXPECTS TO SUBMIT SUPPLEMENTAL TELECOMMUNICATIONS REQUEST FOR $500,000, LEAVING $8,920,000 AVAILABLE FOR FEDERAL JUDICIAL POLICE PROFESSIONALIZATION PROJECT (ESTIMATED COST $300,000) AND AVIATION EQUIPMENT AND MAINTENANCE NEEDS.

6. AVIATION EQUIPMENT (ROTARY WING). SINCE PREPARATION OF REFTEL, WHICH WAS BASED ON INFORMATION AVAILABLE IN LATE 1977, MUCH HAS CHANGED IN THE FIELD. FAR FEWER POPPY FIELDS HAVE BEEN LOCATED SINCE JANUARY 1, SO THAT PROPOSED INCREASE IN SPRAY HELICOPTERS NO LONGER APPEARS AS URGENT AS PREVIOUSLY REPORTED. ON OTHER HAND, THE POPPY FIELDS NOW BEING LOCATED ARE FAR SMALLER THAN IN PREVIOUS PERIODS AND FARMERS ARE MAKING SERIOUS ATTEMPTS TO AVOID DETECTION BY PLANTING UNDER TREES AND IN OTHER SHELTERED AREAS. THIS CHANGE IN CULTIVATION PATTERS, CONSISTENTLY REPORTED BY OUR OWN ADVISORY STAFF AND BY A U.S. FIRM CONTRACTED TO EVALUATE ERADICATION CAMPAIGN ACTIVITIES, HAS MADE IT VIRTUALLY IMPOSSIBLE TO LOCATE POPPY FIELDS FROM FIXED WING AIRCRAFT AND HAS REQUIRED THE GOM TO
RELY ON HELICOPTER RECONNAISSANCE. REDUCED NEED FOR SPRAY HELICOPTERS, PARTIALLY COUNTERBALANCED BY NEED
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FOR INCREASED RECONNAISSANCE HELICOPTERS, PERMITS A REDUCTION FROM THE 18 LIGHT HELICOPTERS PROPOSED IN REFTEL TO NEW TOTAL OF EIGHT.

7. THE 18 LIGHT HELICOPTERS CURRENTLY OPERATIONAL FLEW A TOTAL OF 3,362 HOURS IN THE FIRST QUARTER OF 1978, AN AVERAGE OF 62 HOURS PER AIRCRAFT PER MONTH. THE NEED FOR EIGHT ADDITIONAL LIGHT HELICOPTERS ($2.4 MILLION) IS BASED ON FOLLOWING FACTORS;

(A) THERE ARE COUNTRYWIDE IN MEXICO 344 SECTORS, OF WHICH AT LEAST 90 ARE POTENTIAL POPPY GROWING AREAS. APPROXIMATELY 60 OF THESE SECTORS ARE OUTSIDE TRADITIONAL GROWING AREAS AND CAN BE COVERED BY A HELICOPTER RECONNAISSANCE IN ABOUT TWO HOURS PER SECTOR. ASSUMING COVERAGE AT LEAST ONCE EVERY 30 DAYS, 120 HOURS OF RECONNAISSANCE TIME ARE REQUIRED. EXPERIENCE HAS SHOWN THAT THE 33 TRADITIONAL POPPY GROWING SECTORS REQUIRE FROM FOUR TO EIGHT HOURS OF RECONNAISSANCE PER SECTOR PER MONTH FOR A TOTAL OF 264 HOURS. ASSUMING NORMAL FERRY AND MAINTENANCE TIME, FOUR HELICOPTERS ARE REQUIRED FOR RECONNAISSANCE ALONE.

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(B) BOTH THE USG AND THE GOM AGREE ON THE NEED FOR INDEPENDENT VERIFICATION OF ERADICATION CAMPAIGN RESULTS FOUR TIMES PER YEAR FOR APPROXIMATELY 30 DAYS EACH TIME. DURING THE HASTILY-MOUNTED INDEPENDENT VERIFICATION EFFORT THIS SPRING, THE CONTRACTOR FLEW A TOTAL OF 206 HOURS DURING A 17-DAY PERIOD. AT THIS RATE, WHICH WE EXPECT THE CONTRACTOR TO MAINTAIN OR EXCEED IN FUTURE PERIODS, THE CONTRACTOR WILL REQUIRE FROM THE GOM 360 HOURS OF HELICOPTER TIME PER MONTH. (THIS TIME CANNOT BE AVERAGED OUT OVER THE YEAR SINCE THE CONTRACTOR WILL BE ACTIVE DURING PEAK PERIODS OF THE ERADICATION CAMPAIGN WHEN AVAILABLE RESOURCES SHOULD BE FULLY EMPLOYED ON

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NORMAL RECONNAISSANCE, SPRAY AND SUPPORT MISSIONS). WHILE, AT CURRENT RATES OF 62 HOURS PER MONTH, THIS WOULD NORMALLY BE CALCULATED AS SIX ADDITIONAL LIGHT HELICOPTERS, WE HAVE REDUCED THE REQUEST TO FOUR AND INTEND TO PUSH FOR BETTER MAINTENANCE AVAILABILITY TO MAKE UP THE SHORT-FALL.

(C) THERE ARE A SERIES OF FACTORS WHICH CANNOT BE QUANTIFIED BUT WHICH MILITATE AGAINST EXPECTING THE GOM TO MEET THE ABOVE REQUIREMENTS FROM EXISTING RESOURCES. THE MAJOR FACTOR HAS TO BE THE NEW POPPY CULTIVATION PATTERNS NOT ONLY IN TRADITIONAL AREAS (I.E., SMALLER FIELDS MORE WIDELY DISPERSED AND HIDDEN) BUT THE DIS-COVERY OR REPORTS OF POPPIES IN NEW AREAS SUCH AS STATES OF SONORA, NUEVO LEON, GUANAJUATO AND VERA CRUZ. SIMILARLY, THE NEED TO TRANSPORT AND SUPPORT SIGNIFICANT NUMBERS OF MILITARY PERSONNEL IN THE FIELD (THE GOM PLANS

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TWO TASK FORCES THIS FALL INVOLVING 4200 MEN, NOT COUNTING PERSONNEL ASSIGNED TO MILITARY ZONES IN POPPY PRODUCTION AREAS WHO ALSO NEED TRANSPORT AND SUPPORT) WILL REQUIRE GREATER DIVERSION OF PRESENT MEDIUM-LIFT SPRAY HELICOPTERS FROM SPRAY TO TRANSPORT MISSIONS, REQUIRING EXISTING LIGHT SPRAY HELICOPTERS TO TAKE UP THE SPRAY MISSIONS FORMERLY ASSIGNED TO THE MEDIUM-LIFT SHIPS.
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(D) TWO ADDITIONAL FACTORS INFLUENCING OUR RECOMMENDATION ARE THE DESIRABILITY OF DEVELOPING A FULL-TIME FLIGHT TRAINING PROGRAM AND THE NEED, BEGINNING IN NOVEMBER 1978 AND CONTINUING FOR AT LEAST TWO YEARS, TO CONDUCT PERIODIC BUT INTENSIVE GROUND-TRUTH EXERCISES TO SUPPORT THE REMOTE SENSING PROJECT. THE GOM NOW HAS FULLY-QUALIFIED ROTARY-WING INSTRUCTORS CAPABLE OF CONDUCTING BOTH BASIC AND RECURRENT TRAINING. TO ELIMINATE THE NEED FOR FUTURE PILOT TRAINING IN THE UNITED STATES AT USG EXPENSE, WE INTEND TO REQUEST THAT TWO EXISTING BELL 206'S BE DEVOTED FULL TIME TO TRAINING, EFFECTIVELY REMOVING THEM FROM THE OPERATIONAL FLEET. WE ALSO ANTICIPATE THE NEED FOR DIVERSION OF EXISTING HELICOPTERS FROM OPERATIONS TO GROUND-TRUTH EXERCISES UNTIL BOTH THE INTERIM AND THE ADVANCED REMOTE SENSING SYSTEMS HAVE DEVELOPED SUFFICIENT INFORMATION TO DISTINGUISH POPPIES AT VARIOUS STAGES OF GROWTH. THIS CAN BE ACCOMPLISHED ONLY BY LANDING IN SELECTED FIELDS LOCATED BY THE SYSTEMS AND ACQUIRING SAMPLES.

8. CARGO AIRCRAFT. THE NEED FOR INCREASED CARGO CAPABILITY EXPRESSED IN REFTEL REMAINS VALID, ALTHOUGH THE NATURE OF THE REQUIREMENT HAS CHANGED. A STUDY PREPARED BY E-SYSTEMS, THE MAINTENANCE CONTRACTOR, SHOWS A CONTINUING REQUIREMENT TO CARRY CONSIDERABLE AMOUNT OF BOTH BULKY AND WEIGHTY CARGO FROM NORTH HOLLYWOOD, CALIFORNIA TO MEXICO CITY AND CULIACAN. IN ADDITION, THE TWIN OTTER, PRESENTLY THE GOM'S ONLY CARGO AIRCRAFT, MUST NOW BE DIVERTED FROM PURELY CARGO MISSIONS AND WILL ALSO BE REQUIRED TO CARRY PERSONNEL ON URGENT ENFORCEMENT MISSIONS SINCE THE KING AIR, ORIGINALLY PURCHASED FOR THIS PURPOSE HAS NOW LEFT MEXICO FOR EXTENSIVE MODIFICATIONS NEEDED TO
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SUPPORT THE REMOTE SENSING PROJECT. (A NASA EVALUATION OF AIRLIFT REQUIREMENTS FOR THE INTERIM REMOTE SENSING

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SYSTEM REVEALED THAT IT WAS FAR MORE COST-EFFECTIVE TO MODIFY THE EXISTING KING AIR. WE PROPOSE TO MEET THE CARGO REQUIREMENTS BY:

(A) PROVIDING A CARGO AIRCRAFT CAPABLE OF CARRYING THE TYPES OF LOADS DELINEATED IN THE E-SYSTEMS STUDY AND STILL RETAINING SUFFICIENT SHORT-TAKE-OFF-AND-LANDING (STOL) CHARACTERISTICS TO BE ABLE TO SERVE MAJOR ZONE AIR FACILITIES. THE AVIATION ADVISORY STAFF AND GOM AVIATION MANAGERS ARE CURRENTLY EVALUATING VARIOUS AIRCRAFT MEETING THESE REQUIREMENTS. COST OF THIS AIRCRAFT, INCLUDING INITIAL TRAINING AND SPARES, IS ESTIMATED AT $2 MILLION.

(B) LEASING, FOR A PERIOD OF ONE YEAR, AN ADDITIONAL TWIN OTTER WHICH CAN MEET THE EXPECTED INCREASE IN THE CARGO REQUIREMENT UNTIL THE ABOVE CARGO AIRCRAFT IS DELIVERED LATE NEXT SPRING. THE ADDITIONAL TWIN OTTER COULD ALSO PICK UP THE PERSONNEL TRANSPORT SLACK CREATED BY THE DEPARTURE OF THE KING AIR FOR REMOTE SENSING MODIFICATIONS. A 12-MONTH LEASE WITH OPTION TO PURCHASE SHOULD COST ABOUT $220,000. IF UTILIZATION OF THIS AIRCRAFT AND THE LARGER CARGO AIRCRAFT INDICATE THAT BOTH ARE NEEDED, WE WOULD THEN RECOMMEND PURCHASING THE LEASED TWIN OTTER IN FY 1979. INFORMATION PRESENTLY AVAILABLE DOES NOT WARRANT SUCH A DECISION NOW.

9. AVIATION MAINTENANCE.

(A) FOLLOWING PROTRACTED USG-GOM NEGOTIATIONS, THE GOM SIGNED A MAINTENANCE CONTRACT WITH E-SYSTEMS, INC., A UNITED STATES FIRM, FOR THE PERIOD 01 AUGUST 1977 TO 31 JULY 1979 WITH AN OPTION TO RENEW FOR TWO ADDITIONAL YEARS.

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THE COST OF THE INITIAL TWO YEARS OF THE CONTRACT WAS PROJECTED AT $8.5 MILLION. BASED ON THESE PROJECTIONS, REFTEL RECOMMENDED MAINTENANCE FUNDING OF ONLY $1 MILLION IN FY-1978 IN ADDITION TO THE $7,681,235 ALREADY OBLIGATED. WITH THE EXPERIENCE OF AN ADDITIONAL SIX MONTHS OF DATA, IT NOW APPEARS THAT THE CONTRACT WILL COST $6.2 MILLION PER YEAR (INCLUDING REPAIR OF CRASH-DAMAGED AIRCRAFT) FOR A TWO YEAR TOTAL OF $12.4 MILLION. WHILE THE COSTS OF PERSONNEL PROVIDED UNDER THE CONTRACT CAN BE EXPECTED TO DECLINE AS PROJECTED, THESE REDUCTIONS ARE BEING MORE THAN OFFSET BY INCREASES IN SPARE PARTS COSTS DUE BOTH TO SIGNIFICANT ADDITIONS TO THE AIRFLEET AND TO INFLATION.

(B) INSOFAR AS THE GOM, AT OUR ENCOURAGEMENT, HAS ALREADY SIGNED A TWO YEAR CONTRACT WHICH WILL COST AN ESTIMATED $12.4 MILLION, WE BELIEVE THAT SOUND MANAGEMENT REQUIRES THAT FUNDS PREVIOUSLY PROGRAMMED FOR ADDITIONAL AIRCRAFT SHOULD INSTEAD BE PROVIDED FOR THE MAINTENANCE PROGRAM, THEREBY BRINGING FUNDS AVAILABLE CLOSER TO EXPECTED EXPENDITURES. ACCORDINGLY, WE RECOMMEND THAT $4 MILLION BE ADDED TO THE PRESENT MAINTENANCE AGREEMENT.
10. IN SUMMARY, WE RECOMMEND FOLLOWING ALLOCATION OF FY-1978 FUNDS AVAILABLE:
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(A) EIGHT LIGHT HELICOPTERS, $2.4 MILLION
(B) PURCHASE OF CARGO AIRCRAFT, $2 MILLION
(C) LEASE OF TWIN-OTTER, $220,000
(D) MAINTENANCE FUNDING, $4 MILLION
(E) AVIATION SUBTOTAL, $8,620,000
(F) MFJP PROFESSIONALIZATION, $300,000
(G) TELECOMMUNICATIONS, $500,000
(H) TOTAL $9,420,000

11. WE BELIEVE THAT ALL OF THE ABOVE, WITH POSSIBLE EXCEPTION OF INCREASED MAINTENANCE FUNDING, CAN BE ACCOMPLISHED WITHOUT FURTHER CONGRESSIONAL NOTIFICATION. WE DEFER TO THE DEPARTMENT'S JUDGEMENT ON WHETHER THE $3 MILLION TRANSFER FROM AVIATION PROCUREMENT TO AVIATION MAINTENANCE REQUIRES SUCH NOTIFICATION.

12. IN THE EVENT ADDITIONAL FUNDS SHOULD BE AVAILABLE IN FY-1978, WE BELIEVE SERIOUS CONSIDERATION SHOULD BE GIVEN TO INCREASING THE FUNDING AVAILABLE FOR THE REMOTE SENSING PROJECT. AS THE DEPARTMENT IS WELL AWARE, THE TOTAL ESTIMATED COST OF NASA'S SERVICES FOR THE DEVELOPMENT

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AND DEPLOYMENT OF THE INTERIM AND ADVANCED ILLICIT CROP DETECTION SYSTEMS IS $7.1 MILLION. HOWEVER, IN ORDER TO GET PROJECT MOVING, DEPARTMENT INITIALLY PROVIDED ONLY $3.2 MILLION, OF WHICH $200,000 WAS RESERVED FOR ACTIVITIES IN MEXICO. AS IN THE CASE OF AVIATION MAINTENANCE, SOUND MANAGEMENT WOULD ARGUE FOR FULL FUNDING OF THIS PROJECT WHICH WILL REQUIRE AN ADDITIONAL $4.1 MILLION.

13. ACTION REQUESTED: EMBASSY WOULD APPRECIATE DEPARTMENT VIEWS ON THE ALLOCATION OF REMAINING FY-1978 FUNDS PROPOSED IN PARA 10. IF DEPARTMENT CONCURS, EMBASSY WILL
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SUBMIT NECESSARY AGREEMENT LANGUAGE FOR REVIEW. WE WOULD SUGGEST ONE NEW AGREEMENT FOR LIGHT HELICOPTERS, CARGO AIRCRAFT AND TWIN OTTER LEASE; AN AMENDMENT TO EXISTING MAINTENANCE AGREEMENT; AN AMENDMENT TO EXISTING TELECOMMUNICATIONS AGREEMENT; AND A NEW AGREEMENT FOR MFJP PROFESSIONALIZATION. IN ADDITION, IF FUNDS ARE AVAILABLE FOR REMOTE SENSING, WE WOULD OBLIGATE THEM BY AMENDING EXISTING REMOTE SENSING AGREEMENT. THOMPSON

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